


Board of County Commissioners

Agenda Request

Date of Meeting: January 14, 2003
Date Submitted: January 9, 2003

To: Honorable Chairman and Members of The Board

From: Parwez Alam, County Administrator 
Tony Park, P.E., Director of Public Works

Subject: Federal Hazard Mitigation Grant Application Revision

STATEMENT OF ISSUE:

Preliminary state review of the Southside Flooding Grant application determined that federal grant program requirements could not be met. Board concurrence is requested for the application revision to fund acquisitions in the Harbinwood area as an alternative, allowing existing bond funds to be reprogrammed for Southside acquisitions.

BACKGROUND:

The areas downstream from Lake Munson regularly bear the brunt of flooding, following high rainfall amounts in the urban area. The Oak Ridge area lies at the lowest point in the Lake Munson basin, draining only through percolation or evaporation. The area suffered devastating flooding in 1994. Federal funds, obtained through a congressional appropriation, included a \$1.9 million allocation for property acquisition in this area. Nineteen households in the Oak Ridge area were assisted through this program, as well as twelve other households throughout the County.

A priority in the Leon County Local Mitigation Strategy (LMS) is the reduction of flood damage, either through purchase of flooded residential property or drainage improvements. Federal funds became available following Tropical Storm (TS) Allison in June 2001 to fund projects from the LMS. Staff requested \$1.5 million in federal funds for flooded property acquisition targeting the Southside properties. At the June 18, 2002 meeting, the Board reallocated \$892,950 from the existing capital budget to expedite the Southside acquisition (Attachment #1). The Board directed staff to target grant acquisition for the Oak Ridge area in the Macau Manor subdivision (Tomberlin Road) at the September 17, 2002 regular meeting in order to simplify the acquisition process and limit the costs of grant compliance (Attachment #2).

ANALYSIS:

The federal grant program is geared to fund mitigation projects where flood water regularly enters a residence. The properties on the Southside are primarily affected by "isolation flooding," which means the homes are not accessible due to standing or flowing water.

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However, the survey data obtained for the Macau Manor area, as well as the survey of the main flow path down to Wakulla County, did not identify homes likely to experience flood water entering the structure. Also, the federal grant calculation of benefit, relative to cost, doesn't consider the costs to the property owners of being unable to use their residences for weeks at a time. Therefore, the grant application for Southside acquisitions was found to be ineligible for lack of cost-effectiveness.

Public Works staff and the Florida Department of Community Affairs (DCA) staff worked jointly to recommend an alternative for submittal for grant funding, after the eligibility determination was made in November 2002. The Harbinwood subdivision experiences structural flooding which could be readily documented as required for the grant process. In addition, there were bond funds allocated to the project which could be reallocated to the Southside project after a grant award for Harbinwood acquisitions. Due to the limited time available to Public Works staff to respond to the DCA eligibility determination, a revised application was submitted requesting approximately \$535,000 to acquire five homes in the Harbinwood subdivision. This application was accepted by the DCA and forwarded to the Federal Emergency Management Agency for final review. The funds, for which we were unable to qualify, were reallocated to increase the City of Tallahassee and the Florida State University funding through the LMS.

It is staff's objective to allocate an equal amount of Capital Improvement bond funds from the Harbinwood project to the Southside acquisition project at the time of the federal grant award. To realize the grant revenue, this will require a future agenda item to the Board. Alternative funding programs, such as environmental/conservation grants and the State Water Program, are being evaluated for submittal to receive the balance needed of the \$6.5 million Southside project.

OPTIONS:

1. Approve grant application revision from Southside Flooding to Harbinwood Subdivision to address eligibility funding for acquisition.
2. Direct staff to incorporate bond fund realignment of \$535,000 from the Harbinwood Subdivision project to the Southside Flooding acquisition project into future agenda once grant is approved.
3. Board Direction.

RECOMMENDATION:

Options 1 and 2.

Attachments:

- #1 - June 18, 2002 Agenda Request
- #2 - September 17, 2002 Agenda Request

PA/TP/TH

Board of County Commissioners

Agenda Request

Date of Meeting: June 18, 2002

Date Submitted: June 13, 2002

To: Honorable Chairman and Members of the Board

From: Parvez Alam, County Administrator
Michael C. Willett, Public Works Director

Subject: Stormwater Program Status Report

Statement of Issue:

The Stormwater Program status was requested by the Board of County Commissioners following the April 15, 2002, meeting of the Blueprint 2000 Intergovernmental Agency. The 1997 and 1999 bond allocations are requested for realignment to close-out the 1997 bond issue.

Background:

Leon County and the City of Tallahassee contracted with the Northwest Florida Water Management District (WMD) in 1987 to develop a stormwater master plan for the four urban basins (Lake Jackson, Lake Munson, Lake Lafayette, and Fred George). The WMD delivered their report identifying water quality and flood reduction projects in 1991. The County Public Works Department initiated the capital projects in the unincorporated area to proceed as stormwater fee revenues accrued.

The Comprehensive Plan requirements for a county-wide stormwater management master plan were met in 1995 with the Board acceptance of the Camp Dresser & McKee, Inc. (CDM) Stormwater Management Master Plan for the non-urban basins. Limited capital projects were recommended, with the report emphasizing land use restrictions and non-structural options as the most feasible in these undeveloped and environmentally sensitive areas.

The U.S. Congress included a special appropriation in the 1995 budget to assist the local communities which were not federally declared disaster areas (therefore not eligible for regular disaster assistance) as a result of the 1994 flooding events. Leon County received \$6.4 million for flooded property acquisition, as well as the design, permitting, and land acquisition for the Lake Munson Restoration Project. The funds were committed in March 1996, following the objections and subsequent legal challenge by Panhandle counties which had received federal disaster assistance.

The Fiscal Year 1996-1997 capital program adopted for the Stormwater Utility implemented the WMD and CDM capital projects utilizing bond revenues. The first bonds were issued in 1997 to fund the planning, design and permitting of the projects, with a subsequent bond issue in 1999 for

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construction and land acquisition expenses (Attachment #1 - Bond Status).

The projects which are complete are the **Lake Jackson Restoration Project** (in-lake sediment removal) and the **Lake Munson Restoration Project** (upstream treatment). The **Pedrick Road Stormwater Facility** and passive park will be submitted for permit review in May. Review of the Welaunee Critical Area Plan continues so that upstream improvements critical to resolving flooding of the Lafayette Oaks Closed Basin are included. The **Proctor Watershed/Killearn Lakes** culvert replacement is being reviewed for permitting; the homes to be acquired have been surveyed and appraised. The federal Local Mitigation Strategy (LMS) grant request to provide acquisition money is to be forwarded to the Federal Emergency Management Agency (FEMA) by the state in December. This grant will partially address the **Munson Slough/Liberty Ridge Vicinity Acquisition** by funding approximately 35 property acquisitions and resident relocations. The **Okeeheepke/Woodmont Basin** projects, which include the Fuller Road Regional Stormwater Facility and the Woodmont Pond relocation, are in design with permits expected by December. Project designs for the **Killearn Acres Drainage Improvements** are approximately 60% complete. Due to easement conflicts, this project will be revised to culvert improvements within existing rights-of-way in the short-term, with potential water quality enhancements identified. The **Harbinwood Estates Drainage Improvements** are in design; a public meeting will be held when plans are sufficiently detailed to identify the project impacts on adjacent properties. The **Lexington and Rhoden Cove Regional Stormwater Facilities** are on hold pending resolution of a Comprehensive Plan Amendment under review at the Florida Department of Community Affairs (DCA). Portions of the bond funds originally allocated to the Lexington and Rhoden Cove Regional Stormwater Facilities were used for the Lake Jackson Sediment Removal.

Analysis:

The 1997 bond issue was specific to projects, while the 1999 bond identified stormwater projects as a class. This latitude could be used to redirect the water quality projects currently funded from the County bonds to the new Blueprint 2000/Sales Tax Extension Water Quality Program Funding, freeing the bond funds to be used for flood control projects as directed by the Board at the October 30, 2001 workshop (Attachment #2 - Countywide Flooding Issues Workshop).

The process to utilize Water Quality Program Funds was discussed at the November 2001 Blueprint 2000 Intergovernmental Agency (IA) meeting. The IA directed staff to contract with an independent consultant to evaluate the City and County project lists based on conformance to the Blueprint 2000 philosophy and resubmit with that analysis. Environmental Research and Design (ERD) was selected by the County Administrator and City Manager. The County capital project list was submitted to the IA when the ERD selection was approved at the February 2002 meeting. The criteria and analysis were delivered to the Technical Coordinating Committee and the Citizen's Advisory Committee in advance of the April IA meeting. The final action of the IA was to direct Blueprint staff to develop new criteria with the consultant for reevaluation of the County projects, as well as the City projects when the list is developed.

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The remaining bond balance for stormwater projects through Fiscal Year 2001 was \$8.7 million.

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The following table identifies bond fund allocation in order to expedite projects with current contractual obligations and long-standing commitments. Staff requests approval of the attached budget amendments to reflect these following allocations. Additional project funds continue to be pursued through grants, Blueprint 2000 and other sources.

Capital Improvement Bond Utilization

Project	FY 2002 Bond Funding	Bond Change	LMS Grant	Total Bond and Grant Costs	Other Funding
Lake Munson	\$1,264,948	\$650,052		\$1,915,000	\$5,500,000 (BP2K)
Proctor Watershed/Killearn Lakes	585,708	714,292		1,300,000	
Pedrick Facility	1,967,506	(667,506)		1,300,000	
Okeeheepkee/Fuller Road Facilities	1,342,050	(1,200,000)		142,050	* 1,998,000 (BP2K, grant and gas tax)
Harbinwood Estates	723,473	1,581,398		2,304,871	
Killearn Acres	1,161,245	(427,145)		734,100	900,000 (BP2K and gas tax)
Lexington Stormwater Facility	1,155,170	(1,155,170)		0	* 2,700,000 (BP2K)
Rhoden Cove Stormwater Facility	488,871	(488,871)		0	* 1,905,450 (BP2K)
Munson Slough & Liberty Ridge Area Acquisitions	0	892,950	1,500,000	2,392,950	4,000,000 (BP2K)
Lakeview Bridge	0	100,000	0	100,000	900,000 (BP2K)
Total	\$8,688,971	\$0	\$1,500,000	\$10,188,971	\$17,498,000

Note: The attached budget amendment requests also transfer expenses to the 1997 Bond account from some 1999 Bond accounts in order to allow closeout of the 1997 Bond Issue.

* Projects complying with Blueprint funding criteria per consultant, with advance funding to be pursued as directed by the Board.

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Staff is pursuing a \$1.5 million LMS grant for the purchase of 35 homes in Munson Slough/Liberty Ridge Vicinity. The funds are not expected prior to January 2003. Additional Board action will obligate those funds when available.

The Board also directed Public Works staff to develop a list of all properties in the unincorporated area affected by floodwater since Tropical Storm Helene in September 2000. The attached alphabetical list (Attachment #3 - Floodwater Affected Property) identifies all property subject to water intrusion on the lot, damage to the lot or lot infrastructure (septic tanks, etc.), or water damage to the interior of the residence. No distinction is made to the severity or frequency of flooding. The Property Appraiser lists a total market value of \$10.9 million for these properties. Staff experience is that surveys, appraisals, and updated values require increasing the Property Appraiser value by 50%, bringing acquisition costs to \$16.4 million total.

The capital program adopted by the Board cannot be completed without utilizing the \$25 million Water Quality Program Funds from the sales tax extension, which was opposed by the IA at the April 15 meeting. The Rhoden Cove, Lexington and Okeeheepkee/Woodmont Stormwater Facilities were identified by the Blueprint consultant to comply with the Water Quality Program funding criteria. In addition, the Munson Slough/Liberty Ridge Acquisitions, Lake Munson In-Lake Restoration, Killearn Acres and the Lakeview Bridge may qualify for Blueprint 2000 funds for stormwater and water quality projects. No funds are available for flooded property acquisition as currently defined by the Board.

Options:

1. Accept the Stormwater Program status report.
2. Approve the budget amendment to reallocate stormwater project budgets.
3. Direct staff to pursue Rhoden Cove, Lexington, and Okeeheepkee/Woodmont Stormwater Facilities through the Blueprint 2000 funding.
4. Board direction.

Recommendation:

Options 1, 2, and 3.

Attachments:

1. 1997 and 1999 Bond Status
2. October 30, 2001, Countywide Flooding Issues Workshop
3. Floodwater Affected Property
4. Budget Amendment Requests

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Board of County Commissioners Agenda Request

Date of Meeting: September 17, 2002

Date Submitted: September 12, 2002

To: Honorable Chairman and Members of the Board

From: Parwez Alam, County Administrator
Michael C. Willett, Director of Public Works

Subject: Southside Flooded Property Acquisition Grant Area

Statement of Issue:

Staff requests the Board identify the Tropical Storm (TS) Allison Hazard Mitigation Grant Program (HMGP) application target as the Tomberlin Road vicinity (Attachment #1).

Background:

Widespread flooding followed Tropical Storms Allison and Barry in the summer of 2001. The American Red Cross assistance throughout the southside area is shown in Attachment #2. Federal HMGP funds were made available for flooded property acquisition as a result of the flooding. The cost to acquire all flood-prone property in the southside area exceeds the available grant funds of \$1.2 million. The Board reallocated \$892,950 from the existing capital budget at the June 18, 2002, meeting to expedite the \$6.5 million southside project, and directed staff to pursue additional funding. Field surveys necessary for the property acquisition and the access road construction are on-going.

Analysis:

Macau Manor (Tomberlin Road) is a private subdivision developed in the early 1970's. Numerous flooding events have followed, resulting in structure damage, displacement of the residents during high water conditions, or forcing residents to use boats to access their homes. Similar conditions now occur in the private subdivisions south of Oak Ridge Road down to Wakulla County as well.

In order to limit costs associated with the federal grant, staff recommends designation of the Macau Manor area as the target for the HMGP funds. This limits the special effort and associated costs needed for grant compliance. The targeting does not affect the Board's commitment to resolve the flooding issue in other areas. However, federal grant requirements will not apply outside of the target area, so the County can purchase these properties without additional expense or delay, in compliance with existing Board policy.

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This action does not affect the current budget. The final grant award will be submitted for Board acceptance when it is received in Spring 2003, and budget will be authorized at that time.

Options:

1. Target Macau Manor/Tomberlin Road for HMGP funding.
2. Acquire southside property based on depth of flooding.
3. Direct staff to develop alternate criteria for southside acquisition priority ranking.
4. Board Direction.

Recommendation:

Option 1.

Attachments:

1. Tomberlin Road Map
2. Red Cross Assistance Map during TS Barry

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